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MESSAGE OF THE GOVERNOR
TO THE NINETY-EIGHTH
GENERAL ASSEMBLY OF THE
STATE OF DELAWARE

CONVENING IN REGULAR SESSION
AT DOVER ON TUESDAY
THE FOURTH DAY OF JANUARY
NINETEEN HUNDRED TWENTY-ONE

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JOHN G. TOWNSEND, JR.
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TO THE NINETY-EIGHTH GENERAL ASSEMBLY:

In compliance with the privilege accorded the Governor by the Constitution, this opportunity is taken in thus addressing you. What is said will be in the nature of general comments and suggestions based on observation and experience, rather than detailed information and specific recommendations.

The reports of the various State Institutions, Boards and Commissions will be presented to you later in the Session. In these, you will find detailed statements of the conditions of the various departments and activities of the State. Upon these and the policy announced by the incoming administration you will be able to base your deliberations and formulate by statute, the needs of the State.

In my Inaugural Address, there was outlined the policy of the Administration now drawing to a close. Interpreting what was believed to be the trend of public opinion and my conception of the fundamental needs for the upbuilding of the State, the development of her resources and the welfare of her citizens, I asked for a program of construc-

tion with special attention to Agriculture, Health, Roads, and Education, conducted on business principles. I said at that time that "Statecraft, today, at its best, is Administration based on scientific and practical business methods with the adoption of a Budget System as a check. In the major portion of our work, party politics has but little to do." Four years' experience has intensified this view.

This program, I think you will agree, has attracted the attention of the public mind, and laws now on our statute books reflect in some degree the thought and opinion of the people. The work is in no wise complete but certain foundations have been made that seem worthy of note. Upon the development of some such program depends in great part the progress of the State. To you comes this opportunity. In order that you may gain better the sequence of events, permit me to present casually a review of this program, made possible by your predecessors.

HEALTH

In consideration of Health Legislation, permit me to call your special attention to the Report of the State Board of Health as well as the Report of the Survey Commission.

During the War, our Council of Defense was called upon by Federal authorities to investigate Health conditions in the State, with special reference to Wilmington. A survey was made revealing

conditions undreamed of. The facts disclosed in this investigation forced a reorganization of our Health Work. The State officers were moved to the Capitol, and a trained health officer put in charge of field work, with results most gratifying. The recording of vital statistics has been properly regulated and systematized, so that more accuracy in reporting births, deaths and marriages has been obtained. The State has been admitted to the Death Registration Area of the United States. A survey of public water supplies in the state has been made. Regulations prohibiting the sale of milk from tubercular cows have also been adopted. There has been a marked reduction in the death rate. Deaths from typhoid, a disgrace to any community, have been reduced more than one-third, deaths from tuberculosis have decreased more than 20 per cent. Health conditions are not yet as good as the average for the United States but with attention to contemplated recommendations to be made the state can soon take its rightful place, and our health conditions be made more secure.

The work of the Tuberculosis Commission under a new plan, now in practice, which will no doubt be reported to you, is worthy of special commendation. In my judgment the methods now practiced, are, by far, the most effective yet attempted and certainly the most economical.

CHILD WELFARE

The work of Child Welfare, started by the Women's Committee during the war and now be-

ing carried on by the State under supervision of the Reconstruction Commission will be presented for your consideration. The facts set out in this report made it one of the most interesting State Documents of recent years. The stories of accomplishment can scarcely be realized yet they are easy to verify. Such facts as these are presented:

"Of infants under one year there were 207 fewer deaths in 1919 than in 1918, and during the summer months of 1920 the death rate of infants decreased nearly 40 per cent. from the record of previous years. The rate of decrease in Sussex County was 50 per cent. Similar decreases are noted in the death rate of children up to five years of age, the total representing hundreds of lives saved."

I hope in your tour of inspection to the various State institutions that you will visit some of the Child Health Centers in the thickly populated sections of Wilmington. To say that this work will be continued with increased appropriation is merely expressing the state-wide opinion of those familiar with the work. No health work in the State is of such vital importance as this. I merely recite this that you may give the report its deserved attention.

With all our boasted supremacy, the war taught us many humiliating lessons. None was more serious and worthy of careful thought than those questions of Health. Draft examinations did not show a pleasing revelation. It is but in keeping with the modern day that we more closely guard the physical training of our children. To this

end, I am calling your attention to the consideration of ways and means to provide some measure of physical training or drill in our public schools and the advisability of Community Nurses. Physical examinations of our children this year show that in physical fitness they have not measured up to our proud boasts. These conditions, gentlemen, are worthy of more than passing recognition. If we would keep pace with those with whom our own children will have to compete, it behooves you to take serious thought on all questions affecting the sanitation and health conditions of the State.

AGRICULTURE

The problems of the farmer can no longer be postponed—another lesson of the War. Labor, Credits, Scientific Advice on the Growing and Marketing of Crops, on Fighting Disease and Pests, Marketing, are all questions much too long delayed. The interests of the consumer can be helped in no more effective way than by legislation assisting the producer to solve the serious problems he must face. We have only to compare the expenditures in this department with those of other State activities to see that the farming interests are not getting their proportionate consideration.

In my judgment nothing can effectively approach solution of the problem until we reorganize the State Board of Agriculture. At present the work is insufficiently manned and the appropria-

tion entirely inadequate. You will note with interest the comments and recommendation of the Survey Commission.

The president of the present State Board of Agriculture, in an address before an organization of farmers at the State Farm, has expressed approval of several of the recommendations. The farmers of other states are receiving the consideration due them. The interests of Delaware, so dependent on Agriculture, should receive the same attention. I sincerely hope for progressive legislation on Agriculture.

EDUCATION

Four years ago, the General Assembly was asked to "stand out as the champion of the Public School." That it did so, is a record of statute and in an aroused public opinion and discussion on Education. Today it is the topic of the hour. And rightfully so and of happy omen, too. There is, as never before, an aroused thinking citizenship and by that the issue will be decided rightly. To you comes the responsibility of interpretation of that thought. Your oath of office and presence here, will demand that you no longer think, alone, in terms of local knowledge and conditions but in terms of the State's best interest at large. A vote in terms, merely, to satisfy a local constituency at the expense of another community's opportunity is not serving the State's interest. And Education, today, is a State and not a local issue. The educa-

tion of the child is no longer considered a subject of community option, but recognized as a responsibility for state action.

At the session of 1917, a beginning was made in recognizing the dignity of the work of our teachers by the establishment of the minimum wage. Free tuition and expenses for teachers at the Summer School was also made possible. But most important was the creation of a School Survey Commission to "harmonize, unify and revise our school laws; to develop an educational system suited to the conditions existing in the State, providing for an improved and efficient administration of all free school matters."

With all the discussion following this legislation, there is even yet in many sections, a lack of exact knowledge of the history and intent of this movement. To review, once again, therefore, may not be amiss. The facts are all of record to those uninformed and every member here should seriously study the whole question from a State, as well as a local angle, before registering his opinion.

The Commission appointed to make this study, realizing rightfully that there were certain fundamentals in education, sought the best advice available. They were fortunate in securing the General Education Board, recognized as a Nationwide Authority, unprejudiced by local environment or uninfluenced by sectional views, to study our conditions and to write a law which when administered would give Delaware a system, similar in opportunity and efficiency to that of other states.

This law represented the best, at that time, in the Educational World. At least educators and publicists of national experience and authority so informed us.

The change was radical. Many of our citizens thought then, and do yet that we should have a law peculiarly fitted to Delaware. They fail to appreciate that Education and its systems of administration have certain fundamental principles that can be no different in Delaware from those elsewhere. We are not so separated and apart, that we really want, need or can afford any local distinct type of education. As one unit of states among states, we accept and exchange all that is found best. This law which became known as the "School Code" was enacted. The State Board therein authorized was appointed and began the reorganization.

It is only fitting here that I call your attention to the work of these men. The time, thought and energy given has been made at great sacrifice. The public does not begin to know the extent of their efforts. With equal commendation for all, one of them has been fortunated, to be able to give of his wealth to this cause. Mr. Pierre S. du Pont, the generous citizen who has done so much for Delaware College, was induced to accept appointment on the Board. With the initiative, brains and energy shown in his business of international proportions, he came into the State work. Scarcely was he appointed when he saw by his business experience, the need for detailed facts upon which the Board

could formulate a policy of administration. He provided for a survey of all school buildings in the State, a study of possible consolidations, a study of statistics on our educational rating. This work was done by national experts at a cost of \$20,000. Since then, in his enthusiasm and interest for success, he has given or made available the following contributions:

Operating deficits of certain school districts and counties for the year 1919-20	\$60,442.85	
To the State Board of Education for vocational education, 1919-20; 1920-21	32,200.00	
Maintaining educational bureau ..	60,000.00	
Americanization work; establishing and maintaining State Board work in Americanization	30,000.00	
Establishing and maintaining teacher training department at Delaware College, 1919-20; 20-21	17,000.00	
Supplementing State allowance for summer schools for teachers 1919-20; 1920-21	8,500.00	
Extension work, Delaware College	6,397.50	
Total		\$ 214,540.35
Original gift for school construction:		
White	\$1,600,000.00	
Colored	400,000.00	\$2,000,000.00
Second gift for colored schools..	500,000.00	
Supplementary gift No. 1	669,000.00	
Supplementary gift No. 2	250,000.00	
		\$3,419,000.00
Grand Total		\$3,653,540.35

The above amount does not include overhead cost of administration of this work. I think it safe to say that Mr. du Pont's gifts to public education in Delaware since he accepted membership upon the State Board of Education, aggregate \$3,700,000.00. This with other gifts that modesty has kept from the public is something, gentlemen, unprecedented in educational history. It represents the largest gift ever made by any man in America to the cause of Public School Education.

No word of mine can express the appreciation and gratitude of our intelligent citizenship. Unused and unfamiliar with the details of State affairs, he has given in such proportions, of time and wealth, that ordinary praise seems trite. It is indeed a tribute to Delaware that such interest and generosity should come, without condition, solely in the interest of our children.

At the Special Session of the General Assembly last year, following a prolonged discussion, the Code was amended in an attempt to satisfy certain local conditions, by the same membership that originally passed it. The law of today, in fact, is the result of deliberation and conclusions reached by your predecessors. At the same session, upon recommendation in order that the burden of taxation be relieved on real estate, \$450,000 was appropriated from the General Fund of the State Treasury.

That there is still opposition to the law, I will admit. The analysis of this opposition is interesting, and is divided into groups, representing differ-

ent motives. There are those who do not honestly understand the law and the advantages it promises when given a fair time to be tried out. And it has not yet had a fair trial.

There is an opposition that has been fostered for personal and petty partisan reasons. Political and sectional prejudice have been used by those seeking personal power. In these appeals, statements startling in their inaccuracy have been made. Many strong and even bitter opponents would become loyal supporters if exact facts were known. Another force working to the disadvantage of a better understanding and appreciation of the law has been the faint praise given by some of its supposed friends. Another objection, thoroughly honest, and one with which I am in sincere sympathy, is the burdensome taxation on real estate. But, gentlemen, taxation legislation and educational legislation are separate and distinct. There is no relationship whatever between them. I urge you, not to be confused in your deliberation. In the adjustment of your tax grievances, do not permit unseen wealth and interest to escape their share which the farms are now bearing. By confusing educational legislation with the tax problem, you may perchance relieve your burden but intangible interests escape, and the State suffers. If by legislation, all forms of wealth were required to pay their proportionate share, there would be no tax difficulties before you.

The law, gentlemen, is subject to your hands. But more than that, the welfare of the boys and

girls of this State is subject to the whim or wisdom of you men. The responsibility rests with you.

With all the criticism, fair and unfair, the little part I have played in this campaign has been solely in the interest of the boy and girl back in the remote rural districts who have heretofore been robbed of his or her deserved and rightful opportunity for advance. I am as responsible, and so are you, for the education and opportunity of that boy or girl, as we are for the child in the graded school in our own district.

As I view it the question is not one for praise or censure. My work has been merely a sincere attempt to do what I conceived was only my duty. I have no personal pride, as some believe, in the law. The question of personalities fades into insignificance beside this problem. It is bigger than men or party, of vastly more consequence than section or state. It is the Future of your children and mine. It is America itself. For what may have been accomplished that is worth while, the credit belongs to a supporting public opinion; for what may have been neglected or in error, the blame is solely mine. I have merely done what I believed was Right as was given me to conceive the Right. Change the law as you deem right. To me, Right is Children First. Permit me to say this, you represent officially here for the first time the mothers of the State—and they are watching you, asking for sacrifices that only mothers can give.

AMERICANIZATION

In your deliberations on problems concerning the training of our own people pray do not let escape notice and consideration of the education of those foreigners, who, inspired by America and all that it promises, have come to our shores. The Americanization work done in Wilmington is making good Delawareans, good American citizens. You have only to visit the night classes to be convinced of the service rendered. I know of no skeptic, who has not been convinced, by such a visit.

Law and order, labor questions, foreign problems, respect and appreciation for the Ideals of Liberty and the responsibilities of Democracy, are here made so permanent by this work, that we should do everything possible, to foster the response they make. The methods of work, as begun here, under the auspices and direction of the Council of Defense and since adopted and carried on by the Department of Education, have had the enthusiastic approval of Federal authorities and in many respects have been adopted as the model plan for the training and Americanization of our foreign residents and coming citizens.

HIGHWAY COMMISSION AND ROADS

Just previous to the present administration, General T. Coleman du Pont had completed and generously presented to the State, the magnificent

highway known as the DuPont Boulevard, extending from the Maryland line at Selbyville to Georgetown. While Good Roads had been a topic for legislative discussion for years, this practical demonstration of their value dispelled all carping and theoretical criticism. The advantages of such a Highway in the development of the State were here so plainly shown that there was an overwhelming public sentiment for improved highway construction. A State Highway Commission and the creation of such a department was effected.

The Commission was especially fortunate in securing Chas. M. Upham as Chief Engineer. Upon his recommendations and supervision the work has been so organized along modern scientific and business lines that it can be safely said that the department cannot be surpassed in the nation. The system of administration, plans and detailed inspection of construction with up-to-date laboratory methods of testing have attracted the attention of Engineers and Highway Departments everywhere. Mr. Upham is an engineer of national repute ranking high and is eagerly sought in all National Councils of Highway Engineering. The system projected is without doubt the most complete state system in the Union.

The war handicapped greatly the work, especially in the way of securing materials. But the program planned has been seriously begun with approved results. There are presented here a few facts.

STATE HIGHWAYS

State Contracts	\$2,497,080.28
Right of Ways to date	54,850.00
Total	\$2,551,930.28
Money paid State Contracts...	\$2,057,202.97
Money paid State Right of Ways	54,850.00
	2,112,052.97
Present obligation on contract	\$ 439,877.31

SUSSEX COUNTY

Sussex Contracts	\$1,467,843.00
Money paid by County	830,857.00
Present contract obligation	\$ 636,986.00
State's portion of contract (State Aid)	733,921.00
Amount paid by State	376,134.00
State's obligation	\$ 357,787.00

NEW CASTLE COUNTY

New Castle Contracts	\$460,628.06
Money paid by State	232,427.36
Present contract obligations	\$228,200.70
Present obligation by State by reason of State contracts	439,877.00
Present obligation by State by reason of Sussex County contracts	357,787.00
Present obligation of State by reason of New Castle County contracts	
Present State Obligations	\$797,664.00

In addition to this, there is another item worthy of attention of every citizen of Delaware. General du Pont has given the Boulevard 200 ft. wide to Sussex County, the organization of Department of construction and completion of which had

cost him over \$800,000. But through failure of appreciation and because of constant litigation, the original project was abandoned. But the enthusiasm of General du Pont would not down. His interest in roads for the development of a State prompted another plan. He proposed that the Highway Commission proceed to build a highway extending from the Boulevard south of Milford to the City of Wilmington, by what route they pleased, out of what material they judged best adapted and so wide as was deemed necessary, and send the bill, including cost of right of way, to him and the same would be paid. It is needless to say that the offer was accepted. By this, General du Pont has spent \$1,404,774.23, has contracted for \$1,026,541.98 and in plans now outlined will spend \$767,000 for roads not yet contracted for. He has paid for road right of ways, \$90,181.58. This makes a total of \$4,088,497.79 spent or made available to the Highways of this State.

This, gentlemen, is wonderful. Novel in conception, I know of no expression of economic foresight and civic generosity that approaches it. Appreciative as we may be, we can but faintly sense the importance of this gift. Only years will bring the true realization. The deserved honor due, will not come in our day but in the generation, yet to be. The Public, right here and now, are scarcely acquainted with its conditions and magnitude. Can't we, therefore, voice our appreciation by some official recognition? The Engineering program inspired and so practically effected by him has actually challenged nation-wide attention.

It has occurred to me that a fitting recognition would be to establish a Coleman du Pont Chair of Highway Engineering at Delaware College.

In the consideration given by you to Delaware College, I would suggest that you make an appropriation to be thus designated.

This branch of Engineering is practically a new profession. I am informed that this Department at the College is, at present, insufficiently manned and equipped. It would be practical, too, in that our boys at Delaware would have the advantage of studying under the conditions here which are considered by experts as the last word in road building. The opportunity and demand for Highway Engineers throughout the world is greater than ever before. In my judgment such a course would become one of the most popular in the Engineering Department.

Another interesting addition to the Department has been the War Surplus Material that has been allotted to Delaware by the Federal Government. We have received, to date, 11 automobiles, 39 trucks, 30 20-ton tractors, 1 trenching machine, 1 asphalt plant, 15 stiff leg derricks, 1 concrete mixer, 4 industrial locomotives, 31 maintenance wagons, 9 transits, \$25,000 worth of auto and machine parts. The total is worth by conservative estimate, \$225,000. This additional equipment without cost to the State will add much to the efficiency of the Department.

The progress outlined will necessitate the

authorization of more bond issues and probably an increased appropriation from the General Fund. The plans projected will connect all the towns in the State. Sussex County will probably ask for further bond authorization to complete its regional system leading into the main highways. Other counties should do the same. The State should do everything possible to encourage the State-aid program, giving dollar for dollar to the counties agreeing to the State Program.

The practical question is often asked whether the roads will last. This is a pertinent inquiry, especially in view of our past county experiences in road building. The Commission made wise provisions for this in its original policy, in that \$250 per mile per year is reserved for maintaining repairs and upkeep. With this amount available immediately on the completion of the road, their permanency is certainly reasonably cared for. The same is true of the provisions for payment of bonds. Sums are now being set aside in sinking fund whereby all bonds will be paid within 40 years.

Other questions will arise in the considerations of Highway legislation. The Levy Court of New Castle should be abolished and the Commissioner form established. Experience in other County governments shows this to be far superior in efficiency and economy. Such action represents, I believe, the opinion of the great majority of New Castle citizens. I suggest its serious consideration.

Lights on all vehicles, increased police power

to Highway officials and legislation on Safety First is absolutely essential. Auto traffic is increasing at wonderful rate and every precaution for safety should be taken. The issuance of licenses should be very carefully guarded and Notaries and Justices of the Peace should be cautioned in this responsibility.

No legislation in my judgment is more worthy of your attention than the needs of the Highway Program.

FINANCES

With the program outlined, it was necessary that consideration be given to finances. The fees on automobiles was increased and fixed according to road-weight and this money was transferred from the General Fund to the Highway account. The receipts from the Income Tax Laws enacted, up to \$250,000 were placed to the credit of the school fund, receipts above this amount being placed to the Highway account.

A detailed statement of the States' finances taken from the Treasurer's book is being prepared and will be presented to you immediately following the close of the fiscal year, January 10th. A general statement is presented here.

Balance in Treasury Beginning 1917	\$ 194,106.58
Total Receipts 1917	\$1,188,784.29
Total Expenditures 1917	966,641.97
Net gain for 1917.....	\$ 222,142.32
Net balance for year.....	416,248.90

Total Receipts 1918	\$1,368,848.78	
Total Expenditures 1918	1,251,404.79	
Net gain for 1918.....	\$ 117,443.99	
Net balance for year.....		533,692.89
Total Receipts 1919	\$2,434,181.98	
Total Expenditures 1919	1,600,141.28	
Net gain for 1919.....	\$ 834,040.70	
Net balance for year.....		1,367,733.59

The fiscal year for 1920 will not end until January 10th. The estimated figures from the Treasurer's books are given however.

Total Receipts 1920	\$2,943,090.86	
Total Expenditures 1920	2,611,581.55	
Net gain, approximately ..	\$ 331,509.31	
Total balance now in Treasury (est. bal.)		\$1,699,242.90

This does not include receipts from sale of bonds but in the item of expenditures the expenses of the sinking fund for payment of bonds, is included.

May I call special attention to these figures. There has been given considerable publicity during the past few months to the incorrect statement that the State had a deficit on its running expenses. You will note here that for each and every year there has been a net gain. Today in spite of the fact that \$540,000 was taken from the General Fund for schools, there will be a net gain for this year of \$331,509.31. The net balance in the Treasury today is larger than even in the history of the State, being about \$1,700,000. At the beginning of this Administration you will not a balance of \$194,106.58. This shows an increase of \$1,506,894.

In view of the appropriations made for increased State activities and the costs incident to the War, the State Treasurer's Report of our Finances certainly gives confidence in the continuation of the State's work. I recite this, knowing that you and the public will be glad to accept this correction which shows that the State to date is more than meeting its financial obligations.

INTEREST ON BANK DEPOSITS

The interest paid on Bank Deposits in the Farmer's Bank has added interesting figures to the State Revenue. The amount received during the last two years has been \$76,249.95.

GIFTS BY CITIZENS

An interesting item in the story of the State Finance is the amount of money contributed by private citizens to Public Service. For Roads, Education, Child Welfare, Office Publicity work of State Program, and the Farm for the Feeble Minded, the total reaches over \$10,000,000. Compare this with the total receipts from all sources of revenue in the State and you will begin to sense the appreciation that should be ours. For a State to be thus proportionally assisted in service to its citizens is a record with which no other commonwealth can compare. There is here, gentlemen, need for a gratitude that challenges expression. And there is, too, an obligation for us to seriously

consider, that we be not led into a civic ease, expecting our future needs to come without effort. This is said only that we may guard jealously our full responsibility.

THE BUDGET LAW

I have always advocated a Budget System and am gratified to see the growth of sentiment favoring it. You will have such a bill presented to you by the Survey Commission, which, representing as it does, the best of the several states systems will go far toward clarifying the finance problems of this State and give the public the knowledge it should have.

But it must not be assumed that the enactment of a budget law and the installation of a budget system would magically solve the State's financial and business problems. Any such assumption would be expecting the impossible of the budget system. A good budget law, backed by public sentiment and given sincere support by the legislative branch of government, will furnish an accurate photograph of the revenues and expenditures of the State. It will enable the General Assembly and the public to know the source and the exact amount of every cent of state revenue and the disposition and purpose of every cent of public expenditures. But by and in itself, it cannot increase revenues or decrease expenditures. It cannot automatically compel the orderly and economical conduct of any office or department. It

can and will indicate where there is waste, but it cannot of itself eliminate that waste. It can and will exhibit a danger signal warning the General Assembly and the public of unwarranted and extravagant expenditures, but it cannot prevent the General Assembly from authorizing such expenditures or the public from approving them.

The State of Delaware needs a good budget law conscientiously observed, but the installation of such a system is only one of many business methods which should be employed by the State. In addition to a budget system and of equal importance and need, there should be the introduction and observance of everyday business methods and practices in the State's administrative offices—business methods and practices in handling state supplies, in keeping books and records, in keeping track of the State's property and payroll, in auditing of accounts and transactions, in collecting of fees, licenses, taxes and other revenue and in all routine duties and performances. In addition to any budget system, and of equal importance, the State needs a weeding out of needless boards and commissions, a return to the older and purer idea of democracy and representative government that there must be a centralization of authority and work because only in that way can the people know to whom to look for results and whom they shall hold responsible for lack of results. Our existing multiplicity of boards, commissions and bureaus has dissipated not only our public funds but our official strength, authority and responsibility and has hampered or prevented the proper

functions of government and the accomplishment of public good which the people have a right to expect.

BOARD OF TAX COMMISSIONERS

The tax problem is the eternal question. Just now it is the dominating and most urgent problem troubling every civilized nation. It is the greatest problem confronting our federal government. Certainly it is the problem to which Delaware must immediately give the most serious attention. Fortunate in the enjoyment of large revenues from fees charged corporations obtaining charters under our laws, the State has been lulled into a false sense of security from the danger of insufficient revenues. Consequently our citizens have not given the subject of state revenues the study they should. But the hour has arrived when they must awaken and take counsel together regarding the State's taxation system—or lack of it.

The Delaware State Survey Commission in recommending the creation of a permanent Board of State Tax Commissioners, such as exists in a majority of States, makes the assertion that Delaware has no state taxation system and if the revenue it derives from outside sources were to be cut off because of federal legislation which is being strongly agitated, the State would be brought face to face, almost over-night, with an empty treasury and no system of state taxes to fill it.

This is a startling statement, but the facts set

forth in the chapter entitled "Board of State Tax Commissioners" of the report of the Delaware State Survey Commission seems to justify it. They are facts which challenge the thought and serious consideration of every Delawarean.

According to this report, for every 60 cents which Delawareans pay into the State Treasury outside corporations pay one dollar. Good business sense, as well as the instinct of self-preservation, justify taking steps to provide some other means of state revenue in event the State is deprived of some part or all of this outside revenue.

The report also calls attention to the steady and alarming decrease in revenues from the State Income Tax, the largest single source of state taxation collected from Delawareans. It lays emphasis upon certain other forms of state taxes which it characterizes as unjust and inequitable and it severely criticizes loose and inadequate methods used in assessing and collecting still other state taxes and makes striking contrast to the state revenues in the still smaller State of Rhode Island.

Even though the revenue we now enjoy from corporation charter fees continues there is need to give immediate attention to the problem of state taxation. Our public school system this year, in addition to the \$250,000 it receives from the State Income Tax, is drawing upon the State's General Fund for over half a million dollars and there exists in certain quarters a very strong sentiment in favor of calling upon the State to bear even a greater share of the expenses of maintenance of the

public school system. The alarming decrease from the State Income Tax practically wipes out whatever funds the State Highway Department enjoyed from that source, which loss must either be made up from some other source of state revenue or the State Highway system must suffer. Moreover, the necessary expenses of the State government are certain to increase from year to year.

It is essential then that thought be given at once to the construction of a system of state taxation that will be adequate for the needs of the State, make it self-sustaining and independent of outside sources of revenue and which will bear justly and equitably and reasonably upon the citizens and resources of the State.

I said four years ago that what we need is a "system of taxation, uniform, throughout the State." The War with its emergencies has dulled the public mind to this issue. But in this period of readjustment, we can no longer postpone the study and investigation of this question leading to a business method policy of equable taxation. A Board of State Tax Commissioners with proper authority and appropriation is the logical and efficient method of approach.

COLLECTION OF INCOME TAX

In provisions looking to the increase of revenue, some legislation should be effected that will better fortify the State Treasurer in the collection of the Income Tax. It appears reasonably certain

that many of our citizens fail in assuming this obligation imposed by law. Those who are wilfully violating this law should be speedily forced to comply or accept the penalty imposed.

PUBLIC UTILITY COMMISSION

Delaware has reached such a stage of development that a State Public Utility Commission should be made. This will, no doubt, be strenuously opposed but in no other way can all the citizens be served so well, as by the supervision from State's interest and public service, by some such commission. You have only to investigate the results in other States, to recognize its possible advantage to us.

THE STATE SURVEY

Of all the work of the Council of Defense, admirable and effective as it was, nothing accomplished so affected our problems of Peace, as the Survey of our State, City and County Government. This again was made possible, only by the generosity of one of our citizens, without which, the work would probably been delayed for years. The first report made did not receive the general approval deserved, and was viewed in some quarters with suspicion and alarm. The multiplicity of Boards and Commissions—117 in number—did not seem to impress the public with the waste of money, the conflict of authorities and the loss of efficiency involved. A State Survey Commission

was authorized to study the findings of the New York Bureau of Research and report to you. This report is now ready to be placed in your hands. I shall not here make any comment further than to say that it will challenge your interest and consideration. The Commission has made no radical recommendations, but has made suggestions that will do much for the simplification of many of our departments and will effect economies of no small proportions. I commend the work of the Commission to your attention.

SECRETARY OF STATE

The Secretary of State's Department under provisions of the Constitution and subsequent statute is without doubt the most important in the State. The work of this office has increased tremendously during the past few years. That you may better judge the needs, a few figures will prove illuminating.

The increase in automobile registration is as follows:

1908	410	1912	1732
1910	955	1914	3050
	1916		7102

The present Administration record follows:

1917	10,700	1919	16,152
1918	12,955	1920	18,350

The number of charters granted:

1916	2,549	1918	2,477
1917	3,341	1919	4,776
1920	5,748		

The fees received from certified copies and Civil Commissions show equal increases.

The revenues collected by this office may afford a clearer demonstration.

	Automobiles	Corporations	Fees	Civil Com- missions State Tax	Civil Com- missions Fees
1914	\$ 35,672.00	\$ 78,256.57	\$ 26,352.50	\$ 857.00	\$ 294.00
1915	55,476.00	117,388.93	30,034.50	885.48	436.00
1916	85,249.00	206,316.62	39,914.50	1,002.00	486.00
1917	134,195.00	342,707.42	45,344.50	1,211.00	1,658.00
1918	232,449.00	201,674.99	51,957.20	1,317.00	1,228.00
1919	286,334.00	1,051,589.14	89,866.30	1,226.00	632.00
1920	329,975.00	1,237,303.04	120,597.00	1,296.00	524.00

TOTAL

1914.....	\$ 141,387.07
1915.....	204,220.91
1916.....	332,968.12
1917.....	525,115.92
1918.....	488,626.19
1919.....	1,429,647.44
1920.....	1,689,695.04

During the present Administration, other duties incident to the War were performed in this office. The office organized the Local District Boards, conducted the first Draft and acted as the Clearing House between the Federal and State

Government. Following that the work of the Directorship of the Council of Defense came under the supervision of this office.

The system of the Auto Registration has been standardized according to approved efficiency methods and a cross file index is now nearly completed of some 70,000 charters. In spite of these labor saving methods the office is handicapped for space, equipment and funds. Provisions should be made for the installation of a modern office system, making possible an organization into departments. Especially should there be a department of accounts. And again, with business increasing at a rate that cannot be pre-reckoned, the funds necessary to operate this office should not be limited to a fixed sum. Necessary expenses, approved by the State Auditor, should be available in cases of emergency. In recent years, the General Assembly has wisely made such provision, as in the case of the State Highway and Banking Commissioner. The Secretary of State should certainly have similar provisions with the attending official checks of audit and control.

© No office force in the state works the number of hours and accomplishes so much work as this one. Every corporation and legal firm having business with the State will confirm this statement. I ask your attention to the needs of this important branch of the State Government. In this instance, I want to express my appreciation for the services of Miss Fannie Herrington, Chief Clerk of the office. During twenty-three years of service she has been the efficient servant and advisor of State

officials. A veritable Bureau of Information, her loyalty and incomparable advice has served this and former administrations as well as the public at large. No one knows the details of our whole system of statecraft better than she. No citizen or official ever served more faithfully.

I recommend, as scant recognition, that her salary be fixed at a sum which is commensurate with the service rendered.

DELAWARE COLLEGE AND WOMEN'S COLLEGE

The Board of Trustees of Delaware College and Women's College has called a special meeting, at which time they will act officially on the report and recommendations to be made to you. The Finance Report will also be presented to you. The increased number of students and demands made upon our State College have been serious problems for the Trustees. The needs of the institution are serious and will demand your careful consideration. The growth of the Colleges and the recognition on the part of the State of their use and influence on the life and work of the State are most gratifying. The trustees have no small task in maintaining the standards necessary. The serious handicap of finance makes the task doubly hard. These Institutions are State obligations and the State should assume generously the responsibility of their efficient management. I shall leave, with confidence, the specific recommendation for the Board to present for your action.

CHAIR OF HISTORY AND GOVERNMENT

There is one department, however, I should like to mention. Several years ago, the General Assembly made provisions for a State Chair of History and Government making an annual appropriation of \$2500. This Department was definitely charged to give courses of study in History, Political Science, and Economics with proper consideration to Delaware affairs. Until that time this work had been done, incidentally, by the English Department.

With the growth of Delaware College and the addition of the Women's College, this sum is entirely inadequate. It has been necessary for the Board to supplement the appropriation but it is not in any way sufficient to meet the needs.

Today, as probably, never before, should these subjects receive renewed and increased attention. In fact, through these stirring years just passed when every citizen was called to government service, it has seemed that our College men were not so well versed in problems of government and statecraft as the hour demanded. Other institutions are today featuring the studies for citizenship. Some, in fact, are establishing special chairs for this work.

In this day of specialization, we are likely to neglect those studies for every day citizenship. Personally I think no student studying for what trade or profession he may, should be exempt from work leading to an understanding of the craft of

citizenship. Compulsory military training may or may not be necessary. I will not argue that point. But in this day of social, economic and civic unrest a keener appreciation and knowledge of government affairs is vital and anything that can be done in our schools and colleges should not be lost sight of. This Department at Delaware College is designed for this particular work. I recommend that it be strengthened to meet the increased needs.

MEMORIAL HALL TO THE SOLDIERS

At the last regular session, a Commission was appointed and appropriation was made to erect a wing to the north end of the Capitol, taking in the old Kent County building, recently purchased. This was to be known as a Memorial Hall to the Soldiers of the Great War. It is peculiarly fitting for this to be done. As was said at that time "the original building is linked with the memories of '76 and Freedom, the addition made in 1910 was made possible by the service of Delaware, rendered the nation in 1912. To commemorate the heroes of today with those of yesterday in this building, will give them a well deserved honor. The glories of the son and the glories of the father will blend and afford to us and those who follow, an inspiration to hold true, to perfect and make effective in practical legislation those institutions for which they made supreme sacrifice to create and preserve." Aside from being a fitting Memorial to our soldiers, it was and is practical. It was to provide additional office room for State Departments

now housed in rented quarters. The Commission found that owing to a legal complication, the road passing at this point could not be closed without the approval of the Council of the Town of Dover and legislative enactment. This difficulty should be overcome. Delaware remembers her sons, and should officially do them honor. Aside from this, practically all the offices in the building are overcrowded, especially that of the Secretary of State. Further, too, the State Board of Health, Industrial Accident Board, Banking Commissioner, Highway Department and Department of Education are all without permanent quarters and are working at serious disadvantage. I ask that the necessary provision be made to adjust the road technicality that the work be started at once.

THE CRUSADERS

At the authorization of the General Assembly, the Commission to further decorate the State House with some Historical Memorial, engaged Stanley M. Arthurs, our Delaware artist, whose painting "Soldiers Leaving the Dover Green" adorns the walls of your Senate Chamber, to do the work. It was the intention of the Commission, originally, to select some subject of early history interest. But at this time when the great conflict of a world history was closing, in which Sons of Delaware participated, it was decided to seize the opportunity and try to catch if possible a glimpse of the local color of this struggle to present to future generations. Mr. Arthurs accepted eagerly

the suggestion and without additional expense went to France. "The Crusaders" now placed temporarily in the Library is the result. The Commission has decided to unveil the painting on the coming Inauguration Day. The arrangement of any ceremonies for its acceptance is left in your hands. Fitting exercises should be arranged sometime during the session.

The appropriation made has not yet been expended. The idea of the Commission is that "Delaware ratifying the Constitution" would be appropriate for the next painting. May I express the hope that you will make it possible that this can be done. In work done by Mr. Arthurs, he has caught the spirit of our people and Delaware is rightfully proud of him.

STATE MILITIA

The reorganization of the State Militia in cooperation with the Federal Government will and should require your serious attention. Delaware has been assigned the privilege of an Anti-Air Craft Regiment with a minimum enlistment of 635 men. The Adjutant General, with a committee cooperating, is working on enlisting this quota. For storage, equipment and drill facilities, our State Armories will be again placed in Military Service. Those familiar by training and recent war experience will present the problems for your consideration.

In connection with the State Militia, some provision should be made for police and emergency

work. It seems, at this time, with recent experiences of robberies and holdups that some form of Police Patrol will be necessary to protect our highway Travelling Public. In this and the new formation of our militia department providing the enlistment of men, our employers of labor should give encouragement by paying for the time men are in camps or drill training. In my judgment, such action would not only be a reasonable acceptance of civic responsibility but a wise precaution in case of any serious violation against order and property.

RESIGNATION OF GENERAL WICKERSHAM

While speaking of Military affairs, it is only proper that I should speak of the resignation of Adjutant I. P. Wickersham. His long term of service, his interest and painstaking attention to details, and his forceful personality have added no small honor to Delaware soldiers. His work was that of a citizen-soldier and his influence in Military affairs has added much to the glory and honor of our troops at home and abroad. In the annals of our Military History, the name of General Wickersham will be writ large. In doing honor to our Soldiers, you will surely remember him. Personally, I think his long term of faithful service should receive material and official recognition on the part of the State.

Also the new Adjutant General, under this new organization, will be required to devote to the work practically all his time. In view of this, his

salary should be made commensurate with the importance of the work.

WILMINGTON LEGISLATION

What is Wilmington's interest is the interest of the State. Our only city has grown so rapidly during the past few years that its governmental facilities, public utilities, and institutions both educational and civic, are in no wise comparable to its needs. There seems to be a growing sense of appreciation of the opportunities afforded and a determination on the part of her citizens to secure legislation to make possible its realization. I bespeak the interested attention and cooperation of the rural members to the problems presented by our city associates. Only by a closer relationship can the good of all be best realized.

INDUSTRIAL ACCIDENT BOARD

The accomplishments of this Board created four years ago, have been remarkable. Having to deal with the delicate questions involving the relationship of Capital and Labor in the adjustments of Claims and Insurance, it is indeed commendable that the Board has the entire confidence and cooperation of the public. To so conduct these affairs, with naught said but in commendation is a worthy record. Interesting too, the Board is now self supporting and will report to you a balance for the year just ending.

INSTITUTION FOR THE FEEBLE-MINDED

The Commission for the care of the Feeble-Minded will, no doubt, report to you the progress of their work. The farm of over 800 acres purchased at a cost of \$40,000, has been contributed to the State. All the expense to the State has been in the erection of buildings and preparation for occupancy. The buildings are now complete, a superintendent elected and this much needed welfare work will now be started on a practical and successful basis.

BOARD OF CHARITIES AND MOTHER'S PENSION

The Mother's Pension and State Board of Charities, organized during these four years are both enthusiastic in their work and while official reports have not been received, their recommendations will reveal conditions that will be deserving of more than ordinary attention. The Board of Charities has wonderful possibilities in supervision of institutions under its jurisdiction. The Board has made a quiet but effective study of conditions which will be presented by them later in the session.

FARNHURST

The report of the Board in charge of this work is extremely interesting. The increased costs of provisions and management have made the work

difficult and I trust you will meet their needs for this Institution. I voice only the opinion of those acquainted with the work when I say the management of this Institution is conspicuous for its efficiency.

BANKING COMMISSION

The new Banking Commission created two years ago has so performed its work that it has the commendation of Bankers throughout the State. I commend the report of the Commissioner to you, approving those features tending toward any strengthening of the law, leading to better security of our finances. A collation of our Banking Laws should certainly be made for the use of an inquiring public.

CLEARING HOUSE

Following the last regular session, the State Board of Education, Reconstruction Commission, Board of Health, Highway Commission and Survey Commission, realizing that there was no provision for official information to an inquiring citizenship and that their work was all correlated, met and organized a Clearing House, with an executive committee composed of the Chairmen of the Boards mentioned. It was known as the Delaware State Program. It was financed by private funds.

The work of the Clearing House has been that of information, publicity by literature and ad-

dresses on the work of the various state departments. A monthly bulletin for the Board of Education, a bulletin for the State Board of Health, a History of State Finances, Story of Delaware Roads, and Development of Child Welfare, are illustrative of the type of work done. It was an experiment in official information that the State has never provided for. In my judgment it has been a success. Reports of the work will be given to the public at the close of this Administration.

In view of this work I would suggest some such similar organization be formed by the various official activities.

COUNCIL OF PUBLIC WELFARE FOR THE STATE OF DELAWARE

In order that there may be coordination of work, and cooperation of all state agencies engaged in welfare activities, it is proposed that a Council of Public Welfare for this State be created by proper legislative enactment, to consist of the Chief Executive and one member from each of the Boards, Commissions, Departments, Bureaus, or official Committees in charge of the following lines of state work—Health, Education, Charities, Agriculture, Child Welfare, and Industry and those minor organizations coming under those main heads.

In order that the body so formed shall function actively in studying ways and means to better the conditions within its scope, and to arrive at all

practical means of economy in the expenditure of state moneys and in the administration of welfare work, it should be required by law that this body meet at stated intervals during each year—and that an Executive Board be created, to consist of one member and the Chief Executive from each of the following Commissions and Boards: Education, Health, Labor and Industries, Charities (or Social Welfare), Child Welfare, and Agriculture—and the Governor Ex-officio.

The work of this Executive Board would be to assist the Council in its conferences and to carry out its instructions. It would engage in such research and first-hand studies of conditions as would be of use to the Council, and would provide the necessary machinery to handle Publicity, Educational Propaganda, and Information for all the official bodies which form the Council. The Executive Board should be prepared to give information to the public at all times and to furnish ready information to all public officials, state and local, who may desire to inquire into the work of any of the agencies of the Council. It would also furnish to all members of the General Assembly such Legislative reference material as they may desire on subjects of public welfare.

It should be made clear that while the obvious purpose of the Council of Public Welfare and its Executive Board is to aid the State in fulfilling its responsibility for the welfare of the people, that its special function is to serve the people by studying and recommending two lines of Economy—

Economy of Funds and Economy of Administrative Machinery.

This suggestion is not in reality the creation of any new Board. It is a Clearing House Proposition, composed of representatives of many Boards whose work is now closely correlated. It would effectively avoid the working at cross purposes and duplication of effort.

GOVERNOR'S SALARY

The increasing duties of the Governor, requiring so much of his time, have been such that I would recommend the salary be increased to more nearly meet the demands on his time and the dignity of his office.

SECRETARY OF STATE

The same is true of the office of the Secretary of State. The calls from the Public, to which he in honor and duty should always respond, are such in recent years that his salary is in no way adequate. His office duties are no longer "official days" during the week but if performed in keeping with the business and responsibilities involved, require a greater part of his time. I recommend similiar increase for this office.

WOMAN'S SUFFRAGE

This occasion has one feature of peculiar interest. You represent for the first time, officially, all the citizens of Delaware. You will pardon me, I am sure, when after years of advocacy of the cause of Woman's Suffrage, I congratulate you and the State. Some of you are here, solely by the vote where persuasion in the past failed. There is a new day for Delaware and the Nation. With the active influence of the women in the State affairs, we know this will be so. Its effect is already admitted, in the experience of the recent election.

I welcome heartily to our State, the sympathy, and insight, the heart and mother courage, that is theirs. I know you recognize, with appreciation, this new constituency.

This, gentlemen, is all. You will pardon the length when I say that the comments are made thus, only as an expression of my interest, enthusiasm and love for my adopted State. I am not one of you by birth, an honor of which you are so justly proud. I am just a Delawarean by choice. The State has signally honored me and I feel it far more deeply than you perhaps realize. It has been my personal and civic ambition to live up to the duties imposed by the oath of that honor.

These four years have been hard years. Problems of State, strains of the War, have tested the strength of us all. I have felt the responsibility with a keenness known to but few. This State,

with such a glorious record in a Nation's history, was expected to measure up. You expected it. The Nation expected it. The Inspiration of the Past led me on, yet, at the same time startled me with duties I was called upon to perform. With thought at high tension under the strain of war, criticism—some fair no doubt and some unfair, I think—was often severe—and hurt. But again, when almost at the breaking point, the spirit of Delaware called—and differences, political, religious, and sectional were swept away. You came to my aid. No administration in our day has had the problems that were ours. No man ever had, it seems to me, the loyalty of friends that has been mine. Without this, I should have failed utterly. With this, I hope I have not entirely misrepresented them. At every call, and they have been many and serious, Delaware has responded. No sacrifice seemed too great. At times, as I look back, you reflected well and truly the heroic age, which your fathers made by their blood. To have lived with you and been a part of it all, has been a wonderful experience. Again, and I must speak of it, our success, yours and mine, has been guided by a controlling Destiny, higher than human thought and power. That Divine Providence, to Whom, in stress, we must appeal, has been the strength to me that makes this day possible. Without that, I could not have endured. I am through, gentlemen, I have given, of my thought, time and energy to serve the State and the Truth, in the light that was given me to see Truth.

Standing here four years ago in the Shadow of the History of Dover Green, there came to me a realization of the great work of those who made this State possible. Today, I am dreaming of the Delaware of tomorrow. Facing the future, I present its responsibilities to you.

John A. Townsend Jr

Rev. Mr. H. H. H.
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